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ABSTRACT

The unique needs of migrant farmworkers concerning prevention of child abuse and neglect both at home and at work are presented as the focus of a group of nine workshops. Complex problems facing migrants and their families are discussed in depth in sessions covering services, for pre-school and school aged children, special children, emergency services, health services, mental health services, housing, employment opportunities, and legal services. All workshop findings are summarized and four recommendations are analyzed: (1) increased coordination of programs: (2) increased service provisions: (3) increased continuity of service: and (4) a strong migrant advocacy. Appended are specific goals and recommendations by participants--individuals with expertise in migrant housing, employment, social services, health, etc. Among these are: to improve continuity of pre-school services to identify suspected neglect and abuse cases among migrant children as they move from area to area: to provide better outreach and utilization of educational services: to develop a uniform statutory definition of migrant farmworkers: and to encourage health providers to operate within the existing family structure of the farmworker by taking advantage of existing resources in delivery of health care. (AN)

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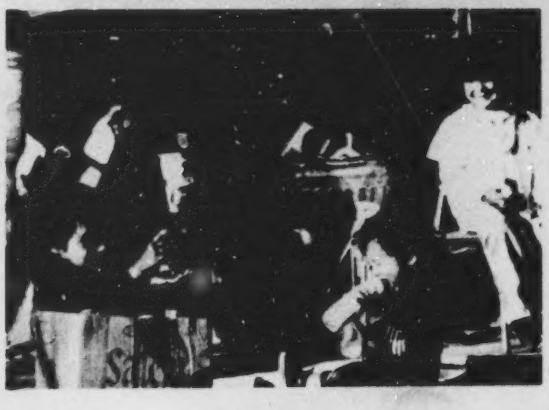

TEXAS MIGRANT COUNCIL

NATIONAL RESOURCE CENTER ON CHILD ABUSE AND NEGLECT FOR MEXICAN AMERICAN MIGRANTS

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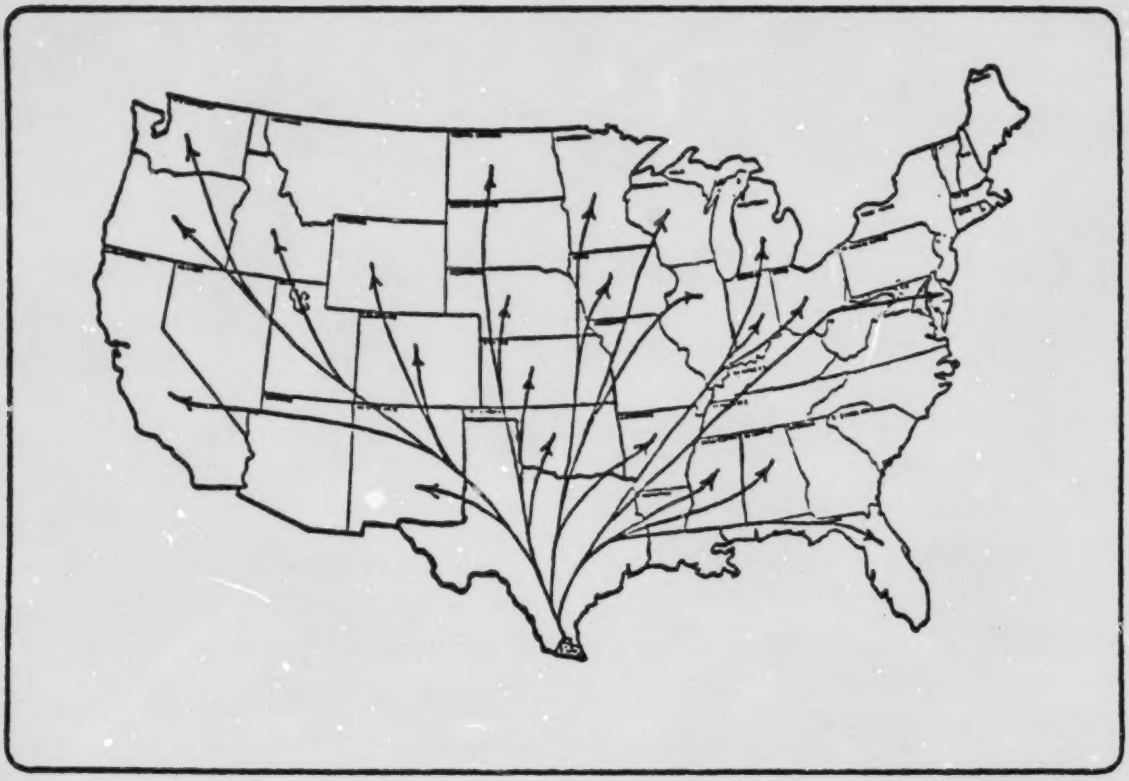

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FORWARD

The history of America is a proud one. In many ways, as a society we have been blessed. The standard of living is higher in America than nearly anywhere else. But this standard is generally reflected in averages, in statistics. We are told of the nation's per capita income or the median income. Rarely do most Americans see either the very high end or the very low end of those statistics...the people at the far ends of the scale. The very rich are private and reclusive. The very poor, the migrants, our country's second largest minority, are rural...largely hidden away in a land that was once owned and worked by their ancestors, in California, New Mexico, Arizona and Texas. They are seemingly frozen in time and space, their condition virtually as it was at the turn of the century.

America is one of the best fed nations in the world. You name it, we've got it: strawberries, melons, cucumbers, tomatoes, cabbage and green peppers. As we eat these food items, how often do we think of what it took to get them from the fields to our dinner tables. Our children may think that they grow on our grocery stores. After all, that's where we buy them, but they actually come from fields and orchards across the country. They may come from a small family farm or a farm that is owned by a giant agribusiness corporation. But whatever the case, it is the migrant farmworker that keeps the system working from Florida's oranges to Washington's apples and all across the fertile midwest. Migrant families bring the bounty of our soil to market. In return, migrants get wages that are below the poverty level, an on-the-job

accident rate three times the national average, an extremely high infant and maternal mortality rate, and a life expectancy of forty-nine years. Most migrants are Mexican-Americans who live mainly in the Wintergarden area of Texas or the Lower Rio Grande Valley in South Texas. It is no surprise these areas are among those with the lowest per capita incomes in the entire United States. Unemployment is high, though rarely does one find an individual who is unwilling to work.

Because our inner city ghettos are so close to media coverage, it's easy to forget that almost half of all Americans who live below the poverty level do so in rural areas. Farmworkers live far from the public eye, tucked away in tiny communities called colonias, far off the main highways and unserved by water and sewage lines and often without electricity or gas. Migrants usually can not qualify for mortgages. This forces them to typically buy small plots of land at outrageously high interest rates. In most cases they technically own nothing until the last payment. In a year when crops are bad, plots are repossessed and interest charges start all over again. Some migrants are still struggling to pay off land that their parents toiled away their lives to buy.

Frequently you may see a relatively new car or truck parked in front of these small wooden framed homes owned by migrants. That may seem inconsistent, but it is that vehicle that gets them from job to job, from Michigan to California, from the oranges to the green peppers, and usually, the migrant has a bank note or payment plan to accompany the car or truck.

A reliable car also enables the migrant to escape many of the abuses of the troquero or labor contractor. The troquero has

been known to charge unreasonable rates for transportation. In many instances, money deducted for social security often ends up in the contractor's pocket.

In contrast to the huge subsidies given to giant agri-business corporations sometimes for not growing, consider the migrant's condition. The migrant farmworkers, by definition, are willing to suffer great hardships for the privilege of working; they travel thousands of miles to stoop and lift and bend and carry from first light to last because the crops will spoil if not brought in at the right time and because a change in the weather could mean no work at all. The work that migrants perform is the third most dangerous type of occupation in America; and they do it without workmen's compensation insurance, they are at the mercy of weather and they have no unemployment insurance, and when there is no work, there is no pay, and when there is no pay, there is frequently no food. Migrant workers also have a minimum wage that when it's enforced, is lower than that of other workers. Migrants are people without choices, toiling away their short lives tucked into filthy labor camps by employers they seldom see. They dare to dream that their children might be something other than farm-workers. The migrant stream was created by the policy choices of state and federal governments, and it can be eliminated the same way. There will always be a need for agricultural workers, but the conditions in which they must work can be vastly improved. Until then, there will be many who view the American dream as a nightmare. They are the nation's second largest minority, and just because you do not see them, that does not mean they are not there. You may see them for only a few months of the year. You might

think the labor camps are something they only have to bare for a little while, or the discrimination that they encounter, that it's only occasional, or the exploitation a circumstance of their plight.

The list of abuses goes on and on. The migrant is always at a legal disadvantage because English is a second language at best, and few courts, particularly in the midwest, have interpreters. Most migrants are not aware of all their legal rights so they try to avoid situations where they are likely to get a raw deal. On-the-job conditions are hard for men and women. Picking cabbage for example, involves stooping every two or three feet, cutting the cabbage, and throwing it into a bin that is being pulled by a tractor which is moving at a pretty steady pace.

Not many people realize that the migrant tries to get work year round. In late spring and early summer the family migrates to the midwest or northwest or even California, and in the winter, migrants work the fertile areas of South Texas picking citrus fruits, and other such crops. The annual migration is a cycle that helps to perpetuate the condition. Migrant children are frequently taken out of school in March and do not return until late September or October. It is often a necessity that they work to help the family survive. Migrant children do not experience a normal childhood. As soon as they are old enough to care for the younger children, they inherit that responsibility. It takes something away from them. Also, as soon as they are old enough to work, they go into the fields and join their parents.

Migrants represent a vast pool of cheap labor. A pool created by design by the ever expanding agri-business industry, by government laws and policies, by us. They are trapped in a situa-

tion we helped to create a situation that by it's very nature, is fertile breeding ground for child abuse and neglect.

Child abuse and neglect is a complex topic and even experts do not yet agree on the underlying causes. In the case of the migrant; however, two things are certain. First, their situation is less than desirable. Their lives are affected by continual change, disruption, uncertainty, discrimination and poverty. There is a stench of urine in many homes because they have outhouses, not bathrooms. And the homes are cold in winter because they have no heaters. Also, when their children become ill, doctors and even hospitals and drug stores are not very accessible. Even when they are, the money they require, the money the migrant parents and families do not have, causes further frustration. Secondly, present institutional approaches have proved ineffective and inadequate. On the surface, some of the reasons are clear and apparent. Most migrants speak a different language, Spanish; most social service agents speak English. But language is just an aspect of culture and it is the entire culture barrier that has prevented greater progress.

Additionally, detection of abuse and neglect cases have been difficult for social agencies in the migrant's summer home. The labor camps are concentrated in the rural areas of Wisconsin, Illinois, Indiana, Ohio and many other states; not only is there a cultural barrier, but isolation. Also, the migrant family is constantly on the move.

Regardless of the length of it's project, Texas Migrant Council, (TMC) hopes to achieve, through research, a workable profile for dealing with the needs of migrant families. There is a critical

lack of information dealing with this nearly forgotten American group despite it's large size. In addition, TMC hopes to contribute to the growing state of awareness of the child abuse and neglect situation. TMC believes that the use of public information channels, community involvement, and education can have a positive effect in bridging thegap between the migrant and the community he serves. The largest community, of course, is our country, and we, as its members, benefit daily from the migrant's contribution.

Though he often cannot feed his own family, his tireless efforts and enormous sacrifices help feed the nation. We should remember that these people, too, are Americans and should be assisted to obtain the full benefits enjoyed by the citizens of this great country.

The Texas Migrant Council wishes to acknowledge the valuable contribution of the following persons who assumed a major role in the preparation and conduction of the conference.

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INTRODUCTION

In June of 1975, the Texas Migrant Council's Child Abuse and Neglect Prevention project was funded by the National Center on Child Abuse and Neglect. The TMC project focused on the unique needs of migrant farmworkers with regard to prevention of child abuse and neglect both at home-base areas and; in addition, while migrants are at work in-stream. The project seeks to demonstrate that the greatest benefit is derived from services when they are culturally relevant to and consistent with the lifestyle patterns of migrant farmworkers.

The project has revealed that there are multiple variables obstructing adequate and effective delivery of services to migrant farmworker families. Primary among these was staff that was unware of migrant farmworker's needs and lifestyle and unaware of the socio-economic conditions that press upon migrant families. In addition, the delivery methods used by providers are inappropriate to and inconsistent with the lifestyle of the migrant farmworker. Traditional services and service delivery is predicated upon a non-transient population in need, while the lifestyle of the migrant is characterized by almost continual traveling from one agricultural region to another. Moreover, migrant farmworker families face insufficient food and other necessities and temporary, dilapidated housing. Added to the multiple jurisdictional problems that result from migrant farmworker transiency are language and lifestyle differences. Thus, traditional service providers whose services and delivery are designed for non-mobile population are hard pressed

to provide for migrant farmworker families.

Attempts to prevent child abuse and/or neglect among migrants have to be tempered with the realization that because of severe socio-economic conditions, migrants are caught in a vicious cycle. To provide for their families they either must take their families to the northern user states or leave them behind. The atmosphere for neglect; therefore, is increased tremendously. In order to provide for material necessities, the neglect of the physical well-being and the emotional needs of their families is too often an inevitable consequence.

It is with the above in mind that the Texas Migrant Council Child Abuse and Neglect Prevention project sponsored this three-day workshop. Individuals with expertise in housing, employment, social services, health, etc., who are concerned and involved with migrants were brought together to share their knowledge within small work-groups. Altogether, concerned individuals from twenty states and the District of Columbia attended and participated. Their purpose was to identify specific problems of a unique population, suggest ways to improve the delivery of services to ameliorate these problems and develop a model for the organization of community resources with regard to child abuse and neglect.

The workshop was organized into nine workshops that covered the following areas:

Services for Pre-School Aged Children
Services for School Aged Children
Emergency Services
Health Services
Mental Health Services
Housing

Employment Opportunities

Legal Services

The discussions and recommendations of each workgroup are summarized in the sections that follow. The final section of this manual contains an analysis of the service provision problems based upon conference deliberations and recommendations. It is the hope of the workshop participants that the recommendations contained in this manual will impact upon federal, state and local policy and practice, and result in improved services and greater support to migrant farmworker families in order to prevent, identify and treat child abuse and neglect.

SERVICES FOR PRE-SCHOOL AGED CHILDREN

Workgroup members unanimously agreed that while some services exist for pre-school migrant children, they are not continuous, use different definitions of "migrant worker", vary from county to county and state to state, and lack adequate facilities. Moreover, most of the services provided are through specially targeted programs for migrants rather than general assistance programs. Since, for example, many migrants are not eligible for Aid for Families with Dependent Children (AFDC), migrant children cannot benefit from programs which require AFDC eligibility such as the Early Prevention, Screening, Diagnosis and Treatment (EPSDT) program for young children. Of all the services provided for pre-school children, day care and health services are the most visible and most crucial in early identification of neglect and abuse cases.

Members of the work group noted that the vast majority of cases they encountered of abuse and neglect amongst migrant families were cases of neglect due to "environmental" or "situational" conditions. These conditions consist of extremely low wages, inadequate education, few if any preventive health measures, and poor nutrition. As one member noted, "they do not have money to pay for a doctor, to buy the proper nutrition". Where illness or improper nutrition are involved, one sees cases of "medical neglect" or neglect which centers around the medical needs of the children. Early identification of these needs can best be done through day care and pre-school health services. Thus, the provision of services to mitigate these environmental conditions appears to be one

of the more effective ways to reduce abuse and neglect cases among migrant families.

Related to the adequate provision of day care and other preschool services are two variables: family structure and mobility patterns. While it appears that the majority of migrant families are extended families, there are "isolated" or nuclear familes in the stream. The panel noted that while extended family groups often return year after year to the same areas, isolated migrant families often do not have such a predictable pattern. In the view of the panel, these families and the children within them are at greater risk. As one member noted, "those families where I have seen the worst kinds of abuse are those that are isolated families, that are traveling alone. These are the families that have the least help in their systems. They are also the hardest ones to follow. They disappear; they usually are the ones that do not come back to our area. They are the ones that we only see once and we never see again. The extended family groups come back to our area, to the same camp, year after year, and we have been able to affect change just by working through the crew leader and/or the family because they are all related and there is an extended family support system. But it is these isolated families that are traveling on their own that are in trouble and they are the ones I do not see again." Overall; however, the complexity of migrant travel through myriads of crews makes it most difficult if not impossible to provide a continuity of services.

Another aspect of the lack of continuity concerns the information available to providers about those to whom they provide services. Providers often do not know what has happened with the

children prior to their arrival at the day care center, and in addition, when they leave there is no further transfer of information. Thus, service providers exist in an informational vacuum which makes it most difficult to identify and provide continuous and consistent services to neglected children in general. The practice of making some "emergency slots" available in pre-school programs already functioning in migrant areas in order to handle in an efficient fashion cases where services are immediately necessary is a one-stop gap measure. It is clearly inadequate, given the uncoordinative and discontinuous nature of the services available.

Further compounding the delivery of services to pre-school children and early identification and treatment of neglect and abuse cases concerns the lack of coordination at federal, state and local levels. At the federal level, there are five different funding sources that currently provide migrant child care monies and often their definition of "migrant" and eligible children are not consistent. The delivery of services is thus fragmented in some areas and duplicated in others. States have differing definitions of "abuse and neglect", differing definitions of "farmworker", "seasonal laborer", and "migrant" or "migrant farmworker", and they have varying amounts of services they can provide to migrants. Most often migrants are not budgeted for or planned for, and thus services are not provided to them. Moreover, there is an informational gap as to what services actually exist, and thus when a migrant family moves, it is virtually impossible for one provider to be able to refer clients to another provider in the new area. One reason for this informational lack is the uncoordinated nature of funding. Overall, in the work groups' view, there is a critical

need for an inventory of programs.

A final problem confronting the delivery of adequate services to pre-school children in general, and neglected and abused children in particular focuses on the lack of facilities and the problems of licensing facilities. Licensing requirements vary from state to state and in general are becoming more stringent. While a few states have provisions in their licensing statutes concerning migrant facilities, many do not. Given that facilities can be found, itself quite problematic, licensing requirements that do not take into account the unique nature of service delivery to migrants can effectively ensure that no services will be delivered. The licensing problem is related to the problems of finding adequate facilities in the first place. Given the location of migrant labor, sometimes facilities for child care simply do not exist; more often, however, programs utilize churches, schools and other existing space. Agreements between providers and the owners of the space are often short-term and thus must be re-negotiated periodically. This coupled with licensing requirements, makes it even more difficult to provide services.

Given the above considerations, the workgroup members focused on improvement of current services through better service delivery and coordination. They identified four major goals and achievable objectives for each of the goals.

GOALS

I. To improve continuity of pre-school services to identify suspected neglect and abuse cases among migrant children as they move from area to area.

OBJECTIVES

A. To develop and implement a uniform I.D. card system containing

personal specific data which would be hand-carried by families. The workgroup is aware that there are one or two systems alleged to be nation-wide, (e.g., Migrant Student Record Transfer System), but they think that pre-school aged children fall in between their category and therefore, those systems do not function as timely or adequately as they should.

B. To develop and publish a national directory (to be updated annually) that identifies all migrant programs in the United States that serve migrant pre-school aged children for purposes of (a) inventory and availability of services for client referrals and (b) promoting program accountability.

C. To develop and implement a dissemination process for getting that directory in the hands of national, state and local agencies that serve migrant pre-school aged children.

II. Often farm labor camps do not have adequate facilities and sometimes no facilities for the housing of pre-school programs. Therefore, the second goal is to increase the number of such facilities for pre-school children programs for the prevention of child abuse and neglect in the area of pre-schoool aged children.

OBJECTIVES

A. To involve national, state and local religious organizations in locating and securing some of these facilities. The assumption is that in many rural areas church groups and religious organizations may have the only adequate building in town, and that mobilization of appropriate leadership will facilitate provision of adequate housing.

B. To involve growers in a cooperative effort to locate and secure land and buildings for pre-school services. The notion here is that

there would be common interest between service providers and the growers in getting the pre-school children out of the fields and away from the danger of the elements. Incentives could be provided to growers to receive such facilities.

C. To explore funding possibilities through national and state funding sources, for funds to build such facilities for pre-school programs. The workgroup was concerned that there are few, if any, federal and state sources which would allow you to build, but in the case of migrants, that would be the only way to go.

III. To create an awareness and recognition by national and state regulatory authorities concerning the uniqueness of migrant pre-school programs and the fact that they are short term.

OBJECTIVES

A. Streamlining the national and state levels requirements for migrant day care and pre-school programs.

B. Obtain participation of consumers, and providers in national standard setting process. Input would be made directly in the drafting of federal interagency day care requirements which is currently occurring in Washington, D.C. and would stress the uniqueness of migrant programs.

IV. To create a national advocacy group to represent the interests of migrant pre-school children outside the framework of the federal government.

OBJECTIVES

A. To initiate the development of a national group at the annual meeting of the National Association of Educators of Young Children (NAEYC) which will meet in August in New York.

SERVICES FOR SCHOOL AGED CHILDREN

The workshop noted that while migrant children have a variety of programs established for their benefits (e.g., Title I Migrant Education Program, ESEA, and Title VII Bilingual Education Program), the utilization of such programs varies markedly amongst school aged children. Title I Migrant Education Programs appear to be most utilized by pre-secondary school youngsters, and a significant gap in service delivery exists for secondary school aged children. One explanation frequently given for the lack of enrollment of secondary school aged children in such programs is that they drop out of school to work in the fields. Another explanation, noted by the workgroup, concerns the overall availability of such services and their relevance to migrant families. Because migrants operate in an agricultural environment, their educational needs are often served by rural schools which do not have the necessary staff and programs. Moreover, the provision of, for example, vocational education for children who will be enrolled for a short period of time and then move on, is often viewed as cost ineffective. The inability of the educational system to deliver adequate services to migrant children was identified as one area in which there was "institutional abuse and neglect" of migrant children. The panel noted that given the unique lifestyle of migrants, special programs and efforts must be made to deliver adequate educational services to school aged migrant children. A critical aspect of efforts to deliver services is the development of bilingual and bicultural staff.

As part of a service delivery package, schools must be able

to adjust to the regime of migrant lifestyle. Typically, schools offering programs operate on a "school day" and thus leave migrant children unattended and unsupervised for hours as their parents continue to labor in the fields. School scheduling must be more flexible and extra funds need to be provided so that the programs can be extended. In addition, teachers must be given incentives to provide educational outreach services to those migrant children in the camps. Besides lack of funding, a major reason outreach cannot be presently effective is the lack of trained staff. Not only do schools typically not have bilingual staff, but in addition, staff often do not understand the migrant lifestyle. Traditionally models of schooling often are ineffective, especially so when older children are not in attendance. Thus, teachers and educational material that is culturally relevant must be developed so that Outreach can be successful. These materials need to have, in addition to basic information, health related information. By the provision of such services, "institutional neglect" can be further reduced, and by adequate delivery of services, cases of neglect should be reduced.

The workgroup noted that adequate delivery of services, as well as an adequate standard of living, might only come about as a result of some sort of collective bargaining on the part of migrants. Although they play an essential role in the agricultural production of the country, they are at an extreme disadvantage economically. The workgroup believes that through legal contracts, the migrant farmworkers may be able to obtain some of the fruits of his labor. It is within the definitional context of "institutional neglect and abuse" that the workgroup developed the following two goals and several objectives.

GOALS

I. To make every effort to reduce "institutional neglect and abuse" of migrant children.

OBJECTIVES

A. Design and implement programs that provide early identification of the level of language skills among migrant children.

B. To implement inservice training of teachers to be bilingual and training so that they can understand the unique aspects of Mexican-American culture and migrant lifestyle.

C. To recruit bilingual and bicultural teachers to work with migrants.

D. To implement a migrant demonstration project involving parent-teacher teaching of migrant children.

II. To provide better outreach and utilization of educational services.

OBJECTIVES

A. Community outreach among migrants should be encouraged and incentives provided for teachers in the form of car allowance and overtime pay (when applicable). That is, teachers should be teaching migrant children in camps when possible.

B. To implement programs designed to educate migrant children who under-utilize educational services. That is, older children frequently drop out of school or do not attend school to work in the fields. Effective outreach programs need to be established to ensure such children have the basic educational skills, including health related skills, necessary to effectively function in today's society.

C. To implement programs that service migrant populations during the hours of greatest need. Most often educational programs are run during "normal school hours" and this scheduling is not consonant with the hours at work in the fields. Special appropriations are

needed to keep educational services functioning during the hours when the children are at most risk and greater need.

D. To implement sex education instruction among older migrant children so as to prevent unwanted children and, thereby, reduce pressures that lead to neglect and abuse.

E. To advocate for federal coordination of migrant programs because the impact of funds (e.g., Title I Migrant Education Program) through autonomous state administrators allow for marked variability in the impact of such funds, and does not allow for a coordinated effort. The current structure promotes extremely variable services that are, at best, not continuous.

SERVICES FOR SPECIAL CHILDREN

The workshop on Special Children, while defining "special children" in the traditional sense as those children age 0 to 18 who are handicapped or mentally retarded, also added children who are abused and/or neglected. The workgroup believed that abused and neglected children should be included because of their special and unique needs. The workgroup focused on specific problems related to services available for special children in the belief that child abuse and neglect can be prevented if quality supportive services are made available to the migrant population.

An age-old problem of any service agency is the recognition of the problem by those involved. Often, migrant parents are unable to recognize or to cope with the needs of the special child. Cases of marginal retardation may go undetected because of lack of education on the part of parents and, in addition, the inadequate delivery of health services. Another factor involved is embarrassment for the parents when a child is diagnosed as having a handicap. Parents oriented in the traditional myths and fears about mental retardation and the physical disabilities of their children may try to hide and repress the problem from public view. This in turn makes early identification and treatment next to impossible for service providers. It is important that service providers recognize the embarrassment and shame that many of the parents feel as well as the cultural variables that might be involved. The workgroup noted the importance of Curanderismo to the Mexican-American culture. Service providers need to learn to work with Curanderos in order to locate children that are in need, and to build a rapport with the parents.

The work of migrant farmworkers takes them to areas across the country that are rural and thus most often can provide only minimal services. The only educational facilities available to the migrant families are those in rural areas, and these facilities are not equipped to provide for the needs of special children. For example, with regard to the problems of slow learners, schools in rural areas often do not have teachers trained in special education or the classes necessary. Even though schools are required by law to furnish such services, it is virtually impossible to enforce such laws, especially concerning migrant farmworkers who have very little or no political power. Even if the schools were to try to comply with such laws and provide services for special children, there still remains the problem of school funding. Often, rural schools are unable to provide special programs because they do not have the funds necessary. Another variable involved is the number of children in rural areas that are in need of such services is often low and it is not economical for rural schools to provide for children who will only participate for a few weeks or months out of the school year.

The workgroup noted several areas in which service providers should concentrate their attention on the delivery of services: (1) it is important that the staff be bilingual and aware of cultural values and differences; (2) a system should be set up to follow the migrants and make sure that the children receive services for their special needs, as the migrant families follow the demand for work; and (3) there is a need for service providers to train parents in some of the skills necessary for their children, especially the physically and mentally handicapped, when facilities and teachers are not available. This is one way in which a minimal amount of services can be

delivered utilizing parents and have direct impact upon the child.

Services for special children are most often concentrated in towns and cities. Thus, very little is available for the mentally retarded and handicapped children who live in rural areas. Most state facilities are located in large cities and it is necessary for service providers, if they wish to provide services to rural children, to provide transportation for the children. Concerning migrants, it is often impossible for the parents of the children to take time off from work to take their children to these facilities, if indeed they know of their existence. Consequently, service agencies need to provide supervision for the children as well as transportation. The lifestyle of the migrant farmworker has a definite impact on the services that can be made available for special children. However, if an advocacy program is developed that would include out-reach, coordination of services available, and involvement with the migrant community, services for special children would be highly improved.

Given the above considerations, the workgroup proceeded to develop recommendations that would improve the services available for special children.

GOALS

I. To improve the availability and quality of supportive services for special children and families.

OBJECTIVES

A. To develop an advocacy program for migrant families with regard to special children.

B. To coordinate available resources both intra-state and inter-state.

C. To provide special education teachers at all levels.

D. To provide incentives, including financial support, to create a

body of bilingual providers.

E. To develop and expand a system of early identification, diagnosis, treatment, and follow-up of the migrant special child and family.

F. To expand and improve day care and head start facilities.

G. To strive for uniform services eligibility criteria.

H. To provide specialized training for service providers to be sensitive to the need of the special family and child.

I. To provide cross training and cross fertilization for the staff of different agencies to coordinate and integrate a service delivery system.

II. To improve the accessability to supportive services for special children and families.

OBJECTIVES

A. To develop a system of moible resources and outreach into the community in need.

B. To develop a flexible schedule, especially when migrants are in their northern trek, for clinics and other service providers to migrants so as to more effectively meet their needs.

C. To provide transportation to and from agencies which provide services for which there is no outreach.

D. To provide supplemental funds for emergencies for families and children.

E. To provide supportive services for the family, such as baby-sitting, when the patients visit doctors and other service providers.

III. To improve the utilization of supportive services for special children and families.

OBJECTIVES

A. To provide qualified bilingual, bicultural staff.

B. To eliminate red tape, embarrassment, and humiliation that accom-

panies filling out forms.

C. To develop a viable public information system that is bilingual.

D. To provide inservice training for all staff working with migrants, and to instill sensitivity to clients so as to develop necessary rapport.

E. To educate and equip the family with the skills needed to deal with the special child, and to follow-up with treatment.

EMERGENCY SERVICES

The workshop on Emergency Services believed that the lifestyle of migrants is of such a demoralizing character and so poverty stricken in nature that all needs of migrants can be, and should be, considered of an emergency nature, particularly because of the lack of available services. Given this context, some of the immediate problems of migrants which the workgroup believed to be of importance are those of health and education. Other areas that need to be considered are those related to crisis intervention. Often the migrant family has needs for food, clothing, and health care or better sanitation at the camps, and is unaware of the alternatives available to them. There is a need for a delivery system in which an outreach service is initiated in order to make community services available to the migrants. Child abuse and neglect cases present a definite need for emergency intervention and services. However, the workgroup believed that before any actual programs could be designed, the following recommendations should have priority in order to provide the most beneficial services possible for migrant farmworkers and children that have been abused or neglected.

GOAL

I. The identification, treatment, and prevention of the emergency needs and of child abuse and neglect within the migrant community.

OBJECTIVES

A. To advocate the need for legislation that considers the specific needs of the migrant farmworker's lifestyle. Migrant families are often not eligible for state services because they do not fulfill the residency requirements. Legislation and funding, that recognizes the

mobility of the migrant farmworkers and is capable of providing for the needs of such a lifestyle, is needed.

B. To present a resolution at the National Conference on Child Abuse and Neglect in New York regarding the findings and recommendations of this workshop and requesting that they consider these recommendations as priority items.

C. To produce funding for the purpose of research in the area of child abuse and neglect within the community. There has been a considerable amount of research done in the area of child abuse and neglect, but it has not necessarily focused on the transient lifestyle of migrant farmworkers. The unique problems of the migrant need to be considered in the research as well.

D. To develop a more standard and culturally relevant definition of the neglected child as it relates to the unique lifestyle of the migrant farmworker. The workgroup believed there to be cultural variables that must be considered when legally defining a case of child abuse and neglect. There are cases of neglect within the migrant community; however, the degree of guilt placed upon the parents is questionable in light of socio-economic factors. Migrant parents often do not intentionally neglect the needs of their children. The neglect that is present can often times be accounted for with regard to lack of education on the part of the parents, lack of financial resources, poor housing conditions, etc. Given this context, neglect needs to be redefined.

E. To improve the availability of services for migrants by providing services using bilingual-bicultural staff members. Language barriers are a persistent and present problem in delivery services to the migrant community. It is important that service providers not only

be able to communicate with the migrant farmworker, but it is also necessary that service providers be aware of the cultural differences involved.

F. To develop programs that provide for the special needs of the migrant by considering the demand of the migrant lifestyle. In order that the emergency services provided for are of a beneficial nature, all of the preceeding recommendations need to be considered in the development of such programs.

HEALTH SERVICES

Child neglect and abuse, particularly neglect, can be seen and often is, as a social, rather than legal problem. From this perspective, use of the legal process is only a last resort, and thus social service agencies such an educational and health care providers are the front line in combating abuse and neglect.

Using this perspective, the workgroup on Health Services drew upon their collective experience and knowledge to attempt to more specifically define child abuse and neglect. According to the workgroup, child abuse is an intentional act and child neglect, particularly among migrants, is most often an unintentional act.

The workgroup noted that child neglect is a much more prevalent problem among migrant farmworkers than child abuse. Such problems as malnourishment, poor hygiene, and low attendance in school were cited as examples of child neglect and these often result from lack of resources and knowledge.

It is important, as well, to consider the family, their environment, cultural norms, and economic condition. Migrant families, due to their lifestyle and poor economic condition, may be guilty of neglect but for no other reason than the lack of facilities or the finances to provide for their children. In addition, there is a lack of information and knowledge of available sources on the part of the parents. As one member of the workgroup states, "if after the parent has been given sufficient information and an adequate amount of education, specifying what has to be done, and the child is still not sufficiently provided for, then this should be considered neglect." The parent is aware of alternatives, yet still does not provide for

the child.

Another aspect the workgroup believed important with regard to services provided is the statutory and programmatic definitions of migrant farmworker. States vary in their definitions of migrant farmworker and the service degree and amount of services available to families when, and if, they are eligible. The majority of states include the entire family in their definition; however, there is a wide variance in the amount, and type of services provided. In addition, definitions of migrants and migrant farmworker vary widely from program to program. One, Head Start (Economic Opportunity and Community Partnership Act of 1974), defines "migrant seasonal farmworker" as:

> Migratory seasonal farmworkers are persons who (a) left their homes temporarily overnight to do farm wage work in different county within the same state in a a different state with the expectation of eventually returning home or (b) had no usual place of residence, and did farm wage work in two or more counties during the year. Below poverty level income is required for eligibility.

Yet another program, Comprehensive Employment and Training Act (CETA TITLE III), utilizes a much different set of criteria:

> Workers and their dependents who for twelve out of the last eighteen months preceeding enrollment earned a majority of their income from farmwork and whose income is either below the poverty level established by the Office of Management and Budget or received cash welfare payments are eligible.

As a consequence of these definitional inconsistencies and the confusion which results, the workgroup agreed that there must be a uniform statutory and programmatic definition of migrant farmworker if there is to be inter-state coordination of services.

The key question raised was if blame does not solely lie with the parents in case of child neglect, then who is responsible? One answer is the U.S. health care delivery system for not providing adequate

health education to the public. A priority for the workgroup was to list problems in the U.S. Health Care System in order to better understand the factors which form a structural context around the problem of child abuse and neglect. The group believed that the problems of the U.S. Health Care Delivery System were as follows:

I. There is a need for services to be made more available to the people. This would include distribution of the health manpower. There is a general lack of coordination between the residents of migrant camps and the service agencies which are located in nearby cities. Consequently, the services that need to be made available to the migrant families, must first be brought to their attention through service providers participating in outreach programs within the migrant community.

II. There is a lack of health education by service providers, consequently, creating a problem of misunderstanding on the part of migrants, of treatment and procedures and prescriptions.

III. There is a lack of continuity of care due to the following factors:

A. The mobility of the farmworker. It is the lifestyle of the migrant to keep moving from job to job, state to state during the farming season.

B. Physicians are reluctant to work with farmworkers due to their mobility. This also includes the health facilities available to serve the farmworker.

C. The lack of adequate funding allotted to deliver good health care.

D. Discrimination against the farmworker.

E. Difficulty identifying the farmworker due to differing definitions by federal, state, and private programs.

F. There are linguistic and cultural barriers. Often staff members of service agencies are unable to speak Spanish, but are not aware

of the cultural differences and problems in adjusting to such changes among Mexican-American migrant workers.

G. The total health needs of a farmworker are placed on a single health provider rather than utilizing a team approach to include different areas of specializations to assist in meeting their health needs.

H. The large caseloads of present health providers due to both the lack of manpower and the lack of money to assist in the education of more health providers.

I. Existing eligibility requirements for state and federal programs exclude farmworkers.

IV. The last problem of the U.S. Health Care Delivery System cited by the workgroup is the small role that the farmworker is playing in the health planning process. There is a lack of organization among migrants themselves to combat their problems. The right of collective bargaining by the farmworker should be included within the health field. If the farmworker truly has the right of collective bargaining, most, if not all, of these problems could be reduced and/or eliminated, according to the workgroup.

The workgroup noted two interesting modes of implementation of their goals for bettering the health services provided migrants and for dealing with problem of child abuse and neglect among migrant farmworkers. The first is the "child health associate" program utilized in Colorado. Child Health Associates have from two to four years of college and are placed in medical school for one year to obtain instructions in primary care medicine. Their main job is to work in rural areas making home visits. Their purpose is to educate the parents on nutrition, sanitation, health care, parenting, the school system, how to help their child to study, and simply to be

available to answer any questions the migrants might believe to be relevant to their particular situations. As one member of the work-group stated, the associates became "jack-of-all-trades". The work-group noted that a study of this project found that child abuse and child neglect cases dropped. And in fact, some of the areas that utilized the Child Health Associates no longer showed any cases of child abuse or neglect. This finding was attributed to the increased effort on the part of medical and health professionals to go into the camps and the homes and educate parents on all aspects of child rearing. The program is a definite aid in early detection and prevention of child abuse and neglect, as well as a solution to many of the problems of health delivery services cited earlier by the work-group.

The second implementation suggested by the workgroup is the advantages of Curanderismo. Curanderismo has for years been classified as the practice of Folk Medicine. However, there is a great deal that can be learned from the substance and practice of the Curanderos. They are an integral part of the Mexican-American community and can be of vital use to service providers, in working with, and understanding the problems of migrant farmworker. Curanderos have an understanding of the ethos of the migrant lifestyle. They are in general trusted and respected by the community. They are available at all hours and live within the community. The Curandero is a culturally relevant force with regard to interaction within the migrant farmworker community. They are an important link between the migrants and service providers. They are a vital asset to the problem of child abuse and neglect because they work within the family. Better usage of Curanderos would aid in strengthening the family and community structure and in eliminating some of the problems that foster

child abuse and neglect.

Dr. Juan Chavira, the keynote speaker, in his address to the conference as a whole, discussed the relevance of Curanderismo:

> The importance of Curanderismo for me is that it is a social force which impels people to move; it channels their energies, and has results. The strength of Curanderismo lies in the fact that it promotes self-reliance. It allows people with the problems and limited resources to pool and coordinate what is available to them. How many of us here today owe our thanks to the knowledge of a midwife! In Hidalgo County alone one out of every three children born are delivered by midwives. The midwife is a very important sub-professional group in Curanderismo.

Dr. Chavira goes on to describe the importance of other groups in Curanderismo, such as La Yerbera. La Yerbera is a person who knows what herbs are needed for different illnesses. Then there is the masseusse or masseur who is in demand at the end of a long day in the field because of a special knowledge of musculature. As stated by Dr. Chavira, "the important thing was that someone would be there to alleviate the misery and pain."

In the past, there was need to rely on the Curandero and traditional medicine. However, now there are more and more federal agencies providing necessary services and consequently, one would think that the Curandero's services would not be needed as before:

> We have got more doctors, federal programs, and more insurance coverage. Medicaid provides us with prescription medicine. We would think that with all of these, the Curanderos would gradually phase out, but they increase in number. Why? Because the Curandero is now a psychiatrist in the old neighborhood. The Curanderos now deal with pressure, addiction, as well as sexual and marital problems.

Dr. Chavira related an incident in which a medical student who was studying Curanderismo, interviewed a Curandero on the subject of paranoia that he had seen, as well as the causes of the paranoia. The student referred to this state of mind described by the Curandero

as "evolutional melancholia." Dr. Chavira noted:

> The Curandero did not know the correct label for those actions, but he knows how they came about, and how to deal with them. The important point is that help will be administered to the person who needs it and to normalize his behavior so he can become an integrated productive member of our society once again. This is why the Curanderos have taken this road on intrusion into psychiatry.

As stated earlier, the practice of Curanderismo, if properly used, could be a vital asset to those service providers working in the area of health in migrant communities. As Dr. Chavira and members of the workgroup noted, migrant farmworkers need to organize and utilize the resources within their communities to deal with the problems of their unique lifestyle. In the area of health and child abuse, the Curandero is a cultural resource that is not being fully utilized.

With the previously stated problems and suggestions in mind, the workgroup on health services outlined the following goals and recommendations:

GOALS

A. A need to specifically define child neglect and child abuse with regard to the environmental, educational, and economic factors of the farmworkers.

B. A need to develop a uniform statutory definition of migrant farmworkers.

C. A need to improve health services through appropriate health education and funding.

D. A need for emphasis on early detection and prevention of child abuse/neglect (this could be accomplished through pre-natal identification, early intervention, and follow-up), through proper health care out-reach.

E. A need to encourage participation in current health process plan-

ning and implementation by farmworkers.

F. A need for health providers to operate within the existing family structure of the farmworker by taking advantage of existing resources in delivery of health care.

G. A need to encourage affirmative action in health personnel training programs.

H. A need to expand the use of the "Child Health Associate" as utilized in Colorado to all states in which migrant farmworkers work or reside.

RECOMMENDATIONS

I. To implement massive education.

A. By providing education for service providers with emphasis on the lifestyle, values, and attitudes of the farmworker family.

B. By providing education of the lay public through the news media on health care.

C. By providing education to farmworker families on health care.

II. To implement community outreach so that the farmworker family can be aware of existing services; thereby, hopefully reducing the incidence of child neglect.

III. To increase and better fund migrant health care.

IV. To develop and support alternative models of health delivery.

MENTAL HEALTH

Depression, anxiety, reactions to prescribed medications, and stress reactions are all specific mental health problems of migrants identified by the workgroup on Mental Health. This serious mental health problems correlate highly with child abuse and neglect, and it is from this perspective that the workgroup focused their attention. In order to find both physical and emotional solutions to child abuse and neglect, it is important to resolve the mental health needs of the migrant farmworker.

Depression is a mental state that is characterized by inactivity, sadness, difficulty in thinking and concentrating, and feelings of dejection. The overwhelming and burdensome conditions of the migrant farmworker's lifestyle are of such magnitude that a state of depression sometimes develops for the migrant. There is a serious problem of anxiety reactions to cultural shock for the migrant farmworker, as well. The parts of Texas from which migrants come consists predominately of Mexican-American communities that have a unique culture and lifestyle of their own. When the migrant farmworker leaves this area to follow one of the migrant stream, the stream takes him and his family to areas that are unfamiliar, where there are language barriers, and the migrant possesses inadequate knowledge of the services available. The mobility of the farmworker's lifestyle only creates more stressful conditions.

The panel noted as well that often when a migrant or a member of the migrant family received medication, the instructions for its use were not well understood. Part of this problem arises from the relative lack of bilingual staff, but in addition it arises from a

lack of understanding about medication. As a result, reactions to medication are not uncommon; and medication can be misused unintentionally. These four mental health problems - depression, anxiety, stress reactions, and reactions to medication can best be relieved by the development of an adequate delivery system. Having discussed these problems, the panel then went on to discuss three major components of the delivery system: The migrants themselves, service providers, and federal and state government fundings.

Turning their attention to migrant families, the workgroup noted that the living conditions and lifestyles of migrant families fosters a low self-concept within migrant children. Children of migrant families are constantly being moved from one school to another and falling behind in their educational growth. By the time the children reach a point in human development where they begin to reason and compare lifestyles and conditions, they also begin to realize their inability to compete in the economic world. Feelings of inadequacies and low self-esteem develop. In addition, the relative lack of education (in some cases an inability to read and write) and the inadequacy of educational provision only add fuel to the development of an inadequate self-concept. The panel cited the distrust of the service workers and the agencies that offer to aid them. This distrust is partly due to the lack of knowledge the migrant has of the facilities and the purpose of the agencies. In general, a lack of education and knowledge among migrant contributes to their distrust of service providers. This education effect is virtually generational since the inadequate delivery of services has persisted for several decades. The lack of education and language problems can be seen in the problem of migrants improperly using prescribed medications and treatments which often results in serious health problems.

With regard to service agencies and the problems of service delivery, the panel discussed three areas of concern. First is the failure and lack of bilingual and bicultural professionals. Not only are a great many of the aides and social workers not able to communicate with the migrants in Spanish, but they are unaware of the cultural differences and needs. According to members of the panel, the cultural differences must be understood in order for services to be delivered adequately. For example, the place of Curanderismo is not at all understood by service providers. Rather than seeing it as "folk medicine", providers must understand the crucial and important role it plays in Mexican-American culture. Within traditional culture, curanderos are often used in handling mental health problems. If service providers understood the manner in which curanderos worked and the cultural context of their work, they could better adapt their delivery and make it more successful. Another serious problem for agencies to contend with is the lack of follow-up from state to state, while a third problem identified by the panel is the competition between agencies for funds. This competition affects the ability to coordinate the services.

The federal and state systems were the area groups the panel discussed. There are four problems cited by the panel which they believe need to be considered by the state and federal governments. First is the lack of programs for migrant workers. The mobility of migrant farmworkers creates a unique problem in that because they are not residents, migrants do not qualify for many of the programs whithin the state in which they are working. This gap creates a need for specific legislation and programs focusing on migrants. A second problem is the legal barriers created not only with regard to migrant programs but in dealing with child abuse cases as well. Residence

laws are one example. Varying definitions of "migrant workers" are another, while variations in child abuse and neglect statutes are a third. Another legal problem cited by the workshop is the practice of removing the child from the home through the court system. A member of the panel explained how it is possible to work around this if one is aware of the court system and how it informally operates. For example, instead of simply letting the family go to court, the caseworker would contact the prosecutor involved and try to make other arrangements, if the specific case warranted such action. By doing this, the case worker was able to avoid the problem of removing the child from his family and creating more trauma for the child. Often when the child is removed from a dangerous and unhealthy environment, instead of removal creating a better situation it causes more emotional damage because the child feels that he or she is being punished. The third problem on the state and federal level cited by the panel is the lack of coordination of service and advocacy programs. There is a definite need to coordinate these services in order to provide the proper services for the needs of the migrants.

The goal of the panel on mental health is to develop a mental health program which will address the mental health needs of migrant workers, as well as provide not only services but continuity of services previously provided to other special populations groups (e.g., child abuse and neglect). Having stated this goal, the members of the goal, the members of the panel made the following recommendations:

GOALS

I. Create awareness and sensitivity to the special mental health needs of migrants, in order to ensure that adequate services are provided to migrants

OBJECTIVES

A. Utilization of media coverage, news spots, regular talk shows, local newspapers, church bulletins, newsletters and T.V. programs.

B. Education implementation to those persons receiving advanced degress to meet the delivery of mental health services, with focus on training that will lead toward culturally relevant parent education for migrant families. A breaking away from traditions and roles of one to one therapy, focusing more on providing parents with specific skills to improve abilities for facilitating infant and child development.

C. Through the coordination of progressive affirmative action programs, an increase in the recruitment, training and hiring of bilingual bicultural personnel at the local, state and inter-state levels.

D. Coordination with other organizations in the states concerned with the area of migrant programs, specifically the development of committees, task force planning, and information sharing meetings.

E. The introduction of complementary staff at state and local levels which allow for the movement of personnel to high demand areas. These personnel should have skills relevant to mental health service delivery among the migrant population.

II. To provide a migrant oriented mental health delivery system properly staffed with bilingual, bicultural personnel which will:

(a) Coordinate with mental health, social welfare, and migrant agencies at the local, state and interstate levels, and;

(b) With this continuity deliver a comprehensive service as migrants travel from state to state.

OBJECTIVES

A. Funding sufficient for the development of strategies of progressive affirmative action programs for the recruitment training and hiring of bilingual bicultural personnel to coordinate at local, state, and

interstate levels with an effort to achieve the above goals.

B. Increased grower input to establish liason for information dissemination between grower and migrant advocacy groups in order to more efficiently disseminate information and establish an appropriate mental health service delivery system.

III. The development of mental health programs which will:

A. Address all the mental health needs of migrant workers;

B. Provide the adequate level of service and continuity of services to other special population groups under the Child Abuse and Prevention Act and related legislation.

OBJECTIVE

I. Education and Service Delivery: Comprehensive education for the purpose of improving coordination and continuity of service delivery.

A. Implementation of means by which the service providers personnel and agencies are able to acquire skills, training, and other resources making them better able to delivery meaningful and appropriate services.

B. The development of media education materials by which migrant families are able to effectively identify the appropriate agencies, or combination of agencies for comprehensive service delivery.

C. The development of preventive service delivery modes for mobile infancy and early childhood evaluation clinics. These would provide parents comprehensive evaluations of health, social, and psychological aspects of infancy and early childhood development.

D. Provide migrant advocates with the training that would allow them effectively to seek out individual agency and state programs that ensure comprehensive and continuous methods of service delivery. This educational effort should also include a focus on various mechanisms such as guidelines, standards, and policy that are conducive to

effective monitoring of these programs.

HOUSING

The members of the housing workgroup believe that the housing problem of migrants is due, not only to dilapidated housing conditions, but in addition, to numerous other variables (e.g., lifestyle). These variables foster the conditions necessary for neglect and abuse. For the panel, however, there is a distinction between abuse and neglect. Migrant parents do not wish to live in the conditions in which they live, but because of a lack of income and unique lifestyle, they are forced into such a situation and consequently, this leads to neglect of their children. The abuse of children, according to the panel, is directly related to the lack of responsibility taken by society. The members of the panel agreed that housing reflects a person's self-perception. The self-doubt develops when the child begins to compare his or her lifestyle, living conditions, and neighborhood with that of other children. It is the development of self-doubt that, the panel believed, has a critical effect on the development of the migrant child.

The workshop concluded that the substandard dwellings and environment of farm laborers impede healthy development. This overall condition, according to the members of the panel, represent a serious neglect and abuse of the farmworker child by society. The panel was critical of the lack of responsibility of society to improve the conditions of migrant families. The neighborhoods in which migrants live foster several health problems. The panel cited such examples as the high accident rate, infant mortality rate, pneumonia, and constant exposure to pesticides. All of these foster serious neglect of the children on the part of the parents and abuse of the children by society.

As noted above, the housing panel identified several variables related to the housing of migrant farmworkers. The first of these is the lifestyle of the migrant worker. Farmwork in itself is unpredictable and unstable. The farmworker is paid minimum wages, or over, which affects his ability to buy a house. The migrant worker is extremely mobile, it is this mobility that creates an economic difficulty in providing housing for temporary occupants. The mobility of the farmworker also creates a situation in which he is not qualified for any type of state or federal programs providing housing. As a transient, he is not part of the community. The only program that is defined specifically for farmworkers is the Farm Labor Housing Program.

Another problem cited by the panel is the lack of legislation and government assistance. The panel noted that farmworkers have very little, if any, political power to create change. There is always a need for lobbying and political involvement. The lack of this among farmworkers, consequently, keeps them from being part of the system. The panel agreed that there needs to be more involvement of state and federal governments in providing funding, regulations, programs, and agencies to aid the farmworker in creating better living conditions. Wisconsin was cited as an example of the first state to come out with regulations in the area of housing. The state regulates the number of farmworkers to be recruited and allowed to live at particular camp sites. The building codes of the camp sites are regulated as well, in order to control sanitation and water facilities.

Related to this is the involvement and the responsibility of the growers. The panel agreed that there are several mitigating circumstances that create a situation in which it is not practical for the grower to provide adequate housing for the farmworker. Only

large processors, such as Del Monte and Green Giant are able to absorb the overhead. Many of the growers complain that the building codes are too strict and make the provision of adequate housing too complicated and difficult. The panel also noted that there are no incentives from the federal level that encourage the grower to become more involved in providing housing. The members suggested such strategies as tax deductions and subsidies for the growers. The present situation is such that it is not economically feasible for the grower to build adequate housing. Not only are there no financial incentives from the government, but in addition, the costs to provide adequate housing which is utilized only a small portion of the year are prohibitive.

Even if the grower wanted to become more involved, the panel noted that at present, this is an impossibility due to the relationship between the grower and the farmworker. Farmworker's organizations view growers as an ememy, therefore obliterating any chance of what could be a coalition between farmworkers and growers. The members of the panel also noted that whenever the grower is in control of the housing, he also has the advantage of having more control over the lives of the workers.

This panel believed it to be important that the farmworker become more self reliant and not more dependent on the grower. The members noted that the farmworker must take more responsibility in resolving some of his problems if given the means to do so. There needs to be more emphasis on reporting of child abuse and neglect cases for the well-being of those involved. The farmworkers, as well as the growers, need to begin working together to resolve the problems of child abuse and housing. As one panelist noted, "There are all

kinds of cases of malnutrition among farmworkers. Then again, it is ironic that the population that provides food for our tables has this condition."

In light of these considerations, the workgroup made the following observations and recommendations:

Housing conditions of farmworkers have an impact on the development of their children. The substandard dwellings and environment of farm laborers impede healthy development.

This condition represents a serious neglect and abuse of the farmworker's children by society.

PROBLEMS

I. Most of the housing farmworkers inhabit is in disrepair and presents health and safety hazards to the occupants. Some causes for this are:

A. Income - Most farmworkers are too poor to afford decent housing.

B. Farmwork is unpredictable and unstable.

C. Mobility - It is economically difficult to provide housing for temporary occupancy for migrants.

D. Government assistance is minimal.

E. Farmworkers have little, if any, political muscle to cause change.

F. Many farmers refuse to take greater responsibility.

G. Building codes sometimes provide obstacles for development or improvement of housing, and in addition, enforcement of codes has sometimes resulted in closing down housing without replacement of shelter.

H. Incentives for improvement to the providers of housing (growers) are lacking.

I. Responsibility for reporting of abuse in camps is underdefined.

J. Growers and farmworkers have not worked together enough for improvement of conditions.

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II. GOALS

A. Develop a national policy to address the housing needs of farmworkers; make federal agencies accountable for implementation of policy.

B. Document the need for targeting resources to housing needs of migrants. Development of an amendment that mandates Farmers Home Administration to document the need.

C. Develop a subsidy home ownership program for home base and seasonal workers.

D. Develop incentives to providers of migrant housing (growers) to facilitate the development and upgrading of migrant housing.

E. A delivery system needs to be created to assure a delivery of assistance and resources.

F. States need to take greater responsibility for the housing needs of farmworkers, develop policy, and provide resources.

The accomplishment of the goals above depends upon the application of political pressure. Farmworkers alone cannot be successful. The required pressure must come from various groups with diverse constituencies to guarantee that the force of numbers and political strength is enough. Farmworkers, farmworker organizations, migrant councils, state and national farmworker groups, growers, grower's associations, and national agricultural interest must work in concert.

EMPLOYMENT OPPORTUNITY

Members of the Employment Opportunity workgroup believe that the problems of child abuse and neglect lie within the family structure of migrant farmworkers. Members of the panel agreed that "the most meaningful and long-range strategy to deal with the problems of abuse and neglect is to prevent it from happening." It is hereby our recommendation that by increasing the quality of life and the resources available to migrants it will create and promote a self-reliant structure and therefore, many of the conditions conducive to abuse and neglect will be eliminated.

In order to improve the quality of life of the migrant worker and to increase the availability of resources, the workgroup focused on three major goals: The first is to coordinate migrant services at the federal level. Definition of "migrant" and laws and regulations concerning migrants vary with each state. The workgroup believed that by organizing at the federal level, there could be a uniform system for migrant farmworkers throughout the country. One objective of this goal is to develop a National Commission of Migrant Affaris with the purpose of coordinating all funding, and enforcement of laws affecting migrant farmworkers, e.g., housing regulations and health delivery services.

It was suggested by the workgroup that if a migrant farmworker was eligible for one service, then to increase efficiency and decrease paperwork the same farmworker would be eligible for all other services, if needed.

The second goal considered by the workgroup is the organization of migrant farmworkers to promote economic stability, self-examination,

and to influence favorable legislation. One of the first important objectives of this goal is to educate the farmworker about his legal rights. Another suggestion by the workgroup is to establish cooperatives, such as consumer cooperatives, in which people can pool and organize their resources. There is a need, as well, to promote collective bargaining rights for migrants. The workgroup recommended the use of mobile educational facilities in order to reach the migrants and promote their awareness.

The workgroup's third goal directed toward improving the quality of life for migrants is the organization of advocacy. A coordinated system between farmworker organizations, agencies dealing with migrants, and public officials needs to be developed. The workgroup noted the following objectives:

A. A strong lobby should be developed at the local and national levels to coordinate efforts to resolve some of the problems dealing with migrant affairs such as housing, health care, social security benefits, child care, etc.

B. An agency on the national level should be developed that would consolidate and coordinate the numerous agencies already involved at the local, state and federal levels.

C. Training of all advocates should be done within the migrant agencies using the expertise and resources that are within the organization rather than outside training services.

D. The workgroup recommends that models such as the Wisconsin law should be enacted by other states and/or on the national level as well. The State of Wisconsin, 1977 Assembly Bill 404, establishes a council on migrant labor, and defines migrant work agreements that gurantee a number of working days as well as a guranteed income.

Of these goals, the members agreed that the organization of farm-

workers is the most important. "No amount of services and no given number of federal, state and local agencies will do for the farmworker what a well-organized, politically active and agressive union will do."

In summary, the following restate the goals agreed upon by the workgroup to create a better quality of life for migrant farmworkers and aid in the problem of child abuse and neglect.

GOALS

A. Coordination at the federal level so that there is standardization of criteria by all federal funding sources to provide equality. A uniform and standard definition of "seasonal migrant worker" which would be the same for all service agencies.

B. Organization of the migrant and seasonal workers to promote economic stability, self-determination, and to enforce favorable legislation.

C. A coordination and coalition of all concerned individuals to advocate between the farmworkers' organizations and public officials to bring these goals about.

LEGAL SERVICES

The workgroup focusing on the provisions of legal services in regard to child neglect and abuse developed its recommendations within a larger context. The workgroup's perspective was anchored by two fundamental points concerning the economic and political position of migrant farmworkers in the United States.

First, according to the workgroup, the root cause of almost all farmworker problems (including child abuse and neglect) can be found in their economic condition. Not only are they poorly paid, but in addition, they perform seasonal tasks. Moreover, because of the transient nature of their existence, many social service programs are inapplicable, or when applicable are not applied. The overall result is that migrant farmworkers find themselves at the very lowest income level of all working people, and they find the force of the economic structure to be very oppressive. The farmworker's children are sometimes neglected or abused can be traced to the exigent needs of farmworker families that require them to focus all their energies toward earning sufficient income to simply sustain life. For example, some of the common problems migrant families have that are due to their economic condition center around child neglect. Taking the children into the fields because there is no one to watch them, or leaving the children in cars while the adults are at work, or leaving them home with slightly older children watching over the younger ones are all examples of events which constitute forms of neglect but which stem from the lack of viable alternatives and the resources necessary to provide them. Legal aid offices could thus aid migrants by getting involved in state laws concerning day care facilities and making those

laws more relevant to migrant needs. Provision of adequate daycare would greatly reduce many forms of neglect which are symptomatic of the economic plight of the migrant worker. Thus, according to the workgroup, "any type of legal work, whether it be legislative advocacy of litigation, which is directed at upgrading the economic status of farmworkers will be attacking the problem of child abuse and neglect at its roots."

Secondly, the workgroup believes that there is an "unquestionable" need for a farmworker political voice; and organization democratically run that represents migrant farmworkers and their interests. The workgroup did not define the specific nature of the organization, but indicated that "any movement toward this end, whether it be the formation of farmworker union or political party, or whatever, should be protected by laws. Those people who work with the law should protect and even encourage the development of such an organization." Overall, the legal services workgroup believed that political advocacy was one major way the social and economic conditions of the migrant could be changed for the better, and that such a change would greatly affect child neglect and abuse within the migrant community.

Within this context, the workgroup considered both the provision of legal services to farmworkers by legal assistance providers, and the operation of government law enforcement agencies which have enforcement responsibilities for child abuse and neglect. They noted that one of the major problems in the provision of legal services to migrants in the stream is the geographical dispersion of clients. Migrant labor housing and workcamps are spread out over large areas of states, and the camps vary in size from fifteen people to camps with over two hundred. In addition, in some states the enforcement of child abuse and neglect statutes rests in the hands of county

officials such that there can be wide variations in the interpretation and enforcement of the law. Moreover, there are wide variations between states in their definitions of child abuse and neglect. One possible solution suggested by the panel was to produce a uniform child abuse and neglect law. Overall, the workgroup developed four goals and objectives for each of the goals.

GOALS

I. Provide farmworkers with the same access to legal assistance, consultation, and advice as that enjoyed by those who can afford to pay for it.

OBJECTIVES

A. Call upon the federal government to allocate more dollars for legal services, generally, and for migrant farmworkers programs specifically.

B. Demand of the existing legal services programs to specifically address the legal problems of farmworkers by maintaining a separate and distinct migrant unit or program which does sufficient outreach to be available to the farmworker community. It is essential that one or two attorneys be identified as the migrant's attorneys and ideally, they should be bilingual. One possible organizational arrangement is to provide outreach services through satellite offices operated by fulltime, bicultural and bilingual paralegals. The paralegals would handle outreach and confer with the attorneys on a weekly basis.

II. Develop and maintain the best possible coordination between legal services organizations government agencies with responsibilities for enforcement of the law regarding child abuse and neglect, and other social services agencies

OBJECTIVES

A. Develop smooth working, fast and efficient system of referral to

appropriate agencies in each locality.

B. Exhaust all available resources of social services agencies before invoking the services of the government agencies which are responsible for enforcement of the law in attempting to solve a child abuse or neglect problem.

III. Make community education a high priority or legal services organizations and law enforcement agencies.

OBJECTIVES

A. Educate the migrant community regarding their legal rights in general in order to help combat the root causes of child abuse.

B. Educate the migrant community regarding existing social services.

C. All legal workers should take the initiative to sensitize and change community attitudes regarding farmworker problems in general, and child abuse specifically. The media should be used. Mandatory educational programs for all professionals dealing with farmworkers should be developed, including medical professionals and law enforcement officials.

IV. Establishment of good substantive law and law enforcement in the field of child abuse and neglect.

OBJECTIVES

A. Advocate for the following changes in the law:

1. Make the state law reflect the philosophy that the state law reflect the philosophy that the state's intrusion into the family should be kept at an absolute minimum;

2. Make state laws maintain the goal of rehabilitation of parents rather than punishment of parents;

3. Make the state laws recognize and involve in the legal process those social services agencies with expertise in the area of farmworkers and child abuse;

4. The law should provide for mandatory follow-up on children placed away from their natural parents;

5. Juvenile judges with power to issue temporary restraining order should be available on an emergency basis 24 hours a day;

6. The law should protect the right of children to be represented by counsel, and if they cannot afford one, an attorney should be appointed to represent the child at the state's expense.

7. The law should mandate professionals, such as medical doctors, psychologists and psychiatrists, to report substantiated cases of child abuse and neglect. For the "whistle blowers" the law should provide immunity and confidentiality.

B. The federal policy regarding child abuse and neglect should be developed so that there are uniform laws in every state.

COORDINATION, INCREASED SERVICE PROVISION, AND MIGRANT ADVOCACY:

AN ANALYSIS OF CONFERENCE RECOMMENDATIONS

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The problems confronting migrant farmworkers and their families are complex, interrelated, and difficult to solve. The difficulties in finding adequate solutions stem from, first, a lack of personal resources and collective power on the part of migrants. Not only are migrant farmworkers relatively powerless politically, but in addition, they possess very few resources. Often the resources they lack include many basic skills such as minimal education that may be unlearned because of language barriers, and this only adds to the grinding poverty migrants experience. Their low incomes and general lack of resources make them individually and collectively vulnerable to being exploited, either in terms of paying heavily for goods and services rendered, or being ignored and not receiving any goods or services at all. A second factor involved in solving migrant farmworkers' problems involves the provision of adequate and relevant services by current service providers. Both because of a maze or definitions concerning residency, eligibility, etc., and because of funding, staffing, and service provision patterns (including gaps), migrants receive inadequate services. For example, migrants often do not qualify for many services because they are not residents of the state providing the services. Furthermore, programs seeking to provide services find it difficult to secure facilities that meet licensing requirements. The third factor contributing to the migrant farmworkers' problems is the overall lack of an action plan. This is evidenced by a stop-gap approach in funding, such that, for example, there are a multiple number of agencies (e.g., DOL, HEW, USDA) funding a multiple number of programs that are overall uncoordinated. They employ different definitions, have differing requirements and most often depend upon states for their implementation. Thus, the solutions to migrant farmworker problems involve federal, state, county,

and local governments as well as the migrants and those for whom they work, and it is critical that solutions be found.

Migrant farmworker labor is crucial to the agricultural productivity of the United States, and consequently affects U.S. economy and the world distribution of food. Not only are a large number of farms dependent upon manual labor for haversting, but in addition, the success of many processing plants and canneries is dependent upon migrant labor. Estimates on the number of migrant workers range from 600,000 to 1.3 million, and many of these workers have families containing four to seven children.[1] Migrant laborers are a large force contributing to the U.S. economy, but receiving few or virtually none of the benefits.

The migrant farmworkers' style of life is typified by a recurrent set of conditions. Continual travel is necessitated by the nature of the growing seasons, harvesting periods, and the social organization of crews, migrants, and growers. While the first two are minimally influenced by man, the latter are products of man's interaction. The number of crews, the fact they criss-cross each other, the power of the crew bosses, and the lack of control families often have testify to the bleak life migrants face. Often migrants have insufficient funds and lack sufficient foods. They exist in overcrowded, unsanitary dwellings that often they must "rent". Often too, they must pay crew leaders a percentage of their meager earnings for transportation, food, and other goods and services. Migrant workers labor long hours

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[1]In 1975, in Texas alone, it was estimated that there were 85,600 migrant and seasonal farmworker households. Migrant households were estimated to contain 375,000 persons while seasonal farmworker households accounted for an additional 120,000 persons (Governor's Office of Migrant Affairs, 1976:2-3). However, given the nuances of definition or the total lack of definition for "migrant farmworker" an accurate estimate of the population is difficult to make.

under dangerous conditions. Since both parents work because they cannot afford to do otherwise, their children also come to the fields and often the smaller children begin working voluntarily, while the older children feel obligated and must work. These patterns are repeated from labor camp to labor camp for the six to eight months migrants stay in the labor stream. When they return home, the conditions they live under are not much better, but at least they are no longer transients.

Overall, the migrant farm laborer's condition of existence and lack of resources make a necessity for adequate provision of social services. Yet while a few are provided adequately, virtually all others are inadequate and irrelevant when they exist, and some do not exist at all. There are several barriers to the delivery of services: migrant transiency across county and state lines; linguistic differences; lack of knowledge; inadequate legislation and enforcement; and the economic exploitation of migrants. Added to these conditions is the lack of advocacy for positive changes in the migrant picture. Migrants are fractured, isolated, poor, and transient, but large group of people who have very little political power. Thus, effecting a better service delivery system will not be an easy task and cannot be accomplished by anything less than a national strategy and coordinated action plan.

With regard to child abuse and neglect, and migrant child welfare in general, the services needed are not so much traditional child welfare services (e.g., foster homes), but vastly more so services such as day care, health care, adequate housing, and education. Traditional child welfare services cannot provide what migrants and their children actually need, and it appears that current programs do not adequately meet the demand for needed services.

The analysis presented here is based upon data derived from transcriptions of proceedings at the Texas Migrant Council Workshop on Child Abuse and Neglect, March 1978. In addition, when appropriate, we have noted similarities between conference observations and other published reference materials. The views presented in this analysis are not necessarily the views of the Texas Migrant Council, the National Center on Child Abuse and Neglect, the Office of Human Development, HEW, or their staff; nor are they policy statements.

Because of the prevailing conditions under which migrant farmworkers exist, it is most difficult to conceive child abuse and neglect in a traditional sense. Workshop participants at the TMC conference made distinctions between intentional and unintentional neglect, and personal-institutional neglect (SEE FIGURE I). Traditional definitions of neglect (CELL ONE, FIGURE I) generally focus upon dereliction of parental duties, the psychology of neglect and abuse, and syndromes of abuse. For example, DeFrancis argues that child abuse and neglect consists of one or more of the following elements: (1) it is a violation of the rights and needs of children; (2) it results from dereliction of parental duty, i.e., failure on the part of a parent to carry out parental obligations; and (3) it results from a combination of the first two elements (1972:6). Later DeFrancis admits the possibility of "community neglect", but fails to explore it centering instead on parental responsibility (1972:7).

Such definitions employ medical and/or public health models of abuse/neglect and call upon traditional child welfare services for aid to families and crisis intervention. While this approach may be fruitful for other settings and other groups, conference

FIGURE I

INTENTIONALITY OF PERSONS AND ORGANIZATIONS TO ENGAGE IN CHILD ABUSE AND NEGLECT

INTENTIONAL	(1) (Includes Nuclear Family) Resources available not used; Abuse/Neglect through lack of provision. (TRADITIONAL DEFINITIONS)	(2) Resources available but no services provided misuse of appropriated funds. Planned lack of adequate staff.
UNINTENTIONAL	(3) Brought about through lack of resources, knowledge, situational conditions, awareness of needs.	(4) Organization is unaware of needs or lack of resources. Unplanned lack of adequate staff

participants did not view it as relevant to the needs of migrants.

What was considered relevant were the other three conditions identified in FIGURE I. Conferees repeatedly noted that the vast majority of neglect cases they had experienced among migrants were "unintentional neglect" most often due to lack of available resources and adequate housing, and lack of adequate knowledge about nutrition and health. That is, parents do not want these conditions but cannot do anything about it. For example, when both parents work, and there are no child care services available, or no ways to transport children to them, parents have a set of undesirable alternatives. Leaving the children alone in the labor camp is neglectful ; leaving older children in charge places younger children at risk; taking them to the fields and leaving them in the car or truck unattended is neglectful; and taking them into the fields is neglectful and frequently leads to child labor as the children desire to help. One parent could remain at home and watch the children, but this lowers the productivity of the family unit so that enough income cannot be made, and thus, children become neglected due to a lack of resources. Faced with these options, conferees noted, which does one choose?

Notions of unintentional neglect force focus upon why services are unavailable, to lead to a social and more systematic analysis of migrant child welfare, and point to questions concerning mandated social service programs, their delivery systems, and their collective organizational intent. One view of some service providers is that they unintentionally fail to provide adequate services. For example, educational and day care services may be available but the hours of program operation may be inconsistent with needs; moreover, no transportation services are provided effectively, limiting migrant en-

rollment. Providers may be unaware of the existence of migrant children within their jurisdiction, or they may not have adequate funds or staff to properly provide services. Finally, definitions of eligibility may make it impossible for migrants to qualify. Unintentional neglect/abuse can be remedied thorugh insuring that organizations become aware of needs, are provided funding to delivery services, and make this delivery a priority. That is, however, not true for intentional neglect/abuse by organizations. When social service agencies know migrants need their services but fail to provide them even though resources are available to aid migrants but local agencies deliberately do not apply, one has intentional organizational neglect/abuse. It should be pointed out that both intentional and unintentional organizational neglect/abuse concepts have a base in a fundamental principle of juvenile law: that the state is the ultimate parent and should provide when parents cannot. Analysis of the organizational patterns of neglect/abuse must be more economic and sociological in nature and must focus strategy (policy) and action upon building an adequate service delivery service system.

Participants in the TMC conference identified many areas as federal, state and local levels in which change needed to occur for adequate service delivery. While the foregoing sections of this manual present the recommendations of individual workgroup sessions, this analysis center on four areas:

(1) Increased Coordination of Programs

(2) Increased Service Provisions

(3) Increased Continuity of Service

(4) Militant Advocacy

I. INCREASED COORDINATION OF SERVICES

In order for there to be a national strategy for adequate de-

livery of necessary services to migrant farmworkers, there is a need for increased coordination of federal programs. Coordination is crucial because it allows for planning and implementing a full range of services, places emphasis on linkages between programs, and usually results in an increase in efficient and effective service delivery. Presently, at the federal level, the majority of programs for migrant farmworkers and their children are administered through the Department of Health, Education and Welfare (HEW) while others are housed in the Department of Labor and Agriculture. Programs for migrant children are most often funded through specially targeted programs, and while these programs aim more or less at the same population, the effectiveness of their delivery is impeded because of lack of coordination. For example, child care programs may or may not have health services, and an increase in coordination would assure an integrated delivery of these two critical services.

Since the majority of programs are located in HEW, it seems logical that the greatest potential for increased coordination lies in locating the coordinating effort there. Perhaps the best office for this effort is the Administration of Children, Youth, and Families. Currently; however, the Community Services Admininstration has the responsibility for coordinating, reviewing, and monitoring federal programs for migrant workers even though they administer no programs.[2] No matter where the coordinating effort is housed, there is a necessity for a coordinating body composed of both directors of federal programs designed to primarly serve migrants, and director of programs which include migrants as part of the population served.[3] In their

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[2]Public Law 93-644, Section 6(b)
[3]This recommendation parallels one made by Cavenaugh, Lynch, Porteaus, and Gordon (1977:24)

policy recommendations concerning coordination, Cavenaugh, Lynch, Porteaus, and Gordon (1977: 24-28) would have a coordinating effort directed by such a coordinating body which would act as an umbrella for coordination and for effecting programmatic changes when necessary. The coordinating body would have support staff "to review operations of the member agencies' programs, identify opportunities for improved coordination and effectiveness," and prepare an annual report for the Congress. The report would describe the "basic conditions, impact of programs, improvements in coordination through the program efforts, and selected issues requiring the further attention of the Congress. The purpose would be to improve the effectiveness of the federal government's effort on behalf of migrant and seasonal farmworkers" (Cavenaugh, et. al. 1977: 24-25). Recommendations from the TMC conference repeatedly called for uniform definitions, and one of the priorities of the coordination effort must be the development of a standard definition of "migrant" which would be used by all migrant programs (for a similar recommendation, see Cavenaugh, et. al., 1977:25).

At the federal level, several important programs need to be expanded, and secure informational linkages created between them. The Migrant Head Start program has demonstrated its effectiveness as a general child welfare service, and particularly as a way to prevent child abuse and neglect. This program must be expanded and service linkages made between it, health care delivery, and education services. The overall goal is to create an integrated delivery of a full range of services, and to achieve this goal and establish the necessary programs and linkages, congressional action may be necessary. Wherever migrant farmworker families are, there is a necessity for service and, thus such programs as Title I Migrant Education should be made a re-

quirement. Furthermore, the nutritional program like Women, Infants, and Children (WIC) might be better integrated into the delivery system if they were administratively housed within HEW. Finally, with a uniform defintion of migrant farmworker, and consideration of the unique mobility of migrant farmworkers, eligibility requirements for aid, such as Aid to Families with Dependent Children (AFDC), could be made more relevant and improve the services provided to migrants.

In terms of information about migrants, there is a need for a national information center which would perform a variety of crucial tasks. First, a national directory of service providers would be produced, distributed, and periodically updated. Secondly, all successful programs and innovations would be collected, published, and disseminated to other providers. Finally, the center would monitor improvements in the Migrant Student Record System (MSRTS) and the National Migrant Referral Project (NMRP).

Another aspect of the creation of coordination focuses on funding. Federal funding of programs primarily through block grants to states may not be the best way of implementing change since this procedure allows for a great degree of discretion. Instead, coordination and integration efforts must be focused through categorical and targeted programs. Each of these has advantages and disadvantages, but in general both allow for focus on specific problems. Furthermore, funding of programs must have as essential criteria· coordination with other providers concerned with migrants; when possible, integration with other local providers and simplification of service delivery; effective outreach; and adequate bilingual/bicultural staffing.

Finally, as part of a federal effort, migrant farmworkers must be guaranteed a minimum wage and the right to bargain collectively.

Legislation in Wisconsin is a step in this direction, but there is a need for broader action. Enacted in June of 1977, the intent of the Wisconsin legislation is to improve the status of migrant workers through creating a Council on Migrant Labor within the state's Department of Industry, Labor and Human Relations; providing "standards for wages, hours and working conditions of migrant workers, certification, maintenance and inspection of migrant labor camps, recruitment and hiring of migrant workers; and guaranteeing the right of free access to migrant labor camps to ensure that migrant workers and their families are not isolated from the rest of the community or from services to which they are legally entitled." (State of Wisconsin, Chapter 17, Laws of 1977:1). Federal legislation like the Wisconsin law is necessary to ensure basic rights for migrant farmworkers.

II. INCREASED SERVICE PROVISION

Currently, there is an under-utilization of existing services by migrant farmworker families. Every effort must be made to ensure that migrants have an easy access to services, that they have knowledge of the services, and that services are provided. Ease of access must be facilitated through changes in funding structure, eligibility and residency requirements, and licensing requirements, as well as modifications in the delivery system for services. For example, day care under Title XX is funded by federal money matched by 25% state funds. It is administered by state departments of social services through local offices. In some states, counties must contribute part of the state's share. The funding structure is such that day care under Title XX becomes a local option and eligibility requirements can, and do, differ from county to county and state to state.

Furthermore, even when funding is made available, other legal

matters can impede delivery of services. With regard to day care facilities, two of the major problems providers have, are locating facilities, and licensing of facilities when located. Many states do not have procedures for licensing day care centers which are seasonal and temporary. Facilities that are located are often churches or schools, and these frequently do not meet federal standards for day care programs. These circumstances make it difficult to provide innovative day care and day care outreach under the current regulations.

A better provision of existing services and an increase in service appears necessary if positive impact is to be achieved. Better provision would occur if relevance of programs for migrant farmworker families was increased. Specifically, program staffing must include bilingual/bicultural staff who understand migrant lifestyles. In addition, the educational materials used, whether in health education or pre-school education, must be culturally relevant; they should be bilingual and be substantively related to migrant lifestyles. Moreover, service providers hours of operation must promote full utilization of and access to the services available. Adequate funding is necessary to run programs from the early hours into the evening, and to provide outreach into the migrant labor camps.

Better provision could be more efficiently accomplished by the use of innovative delivery components. For example, rather than each agency or program sending a representative to work camps to determine eligibility, assess needs, etc., a bilingual/bicultural two-member team could provide for centralization of these activities. The team members would be acquainted with federal and state program regulations and, in addition, be trained to do the necessary needs, assessments

and outreach for a variety of programs. They would be able to provide local, in-the-field, coordination of services.

Another aspect of an innovative model concerns the use of mobile health, education, and temporary day care services. Through the use of mobile health and educational services, in camp education on nutrition and other matters could be accomplished. Mobile services ought to be provided through the use of bilingual, bicultural teams.* Funds for service providers to recruit and staff bicultural teams, as well as funds for demonstrating the efficiency of this type of outreach, must be made available.

Another innovative component focuses on a gap in educational services. Services and programs for older migrant children are few and there is a need to increase the number and scope. In addition, however, there is a need to provide incentives for older migrant children to attend. It must be kept in mind that a child of twelve is often a wage earner in a migrant family and the family depends upon his or her contribution to sustain life. That is, many of the services offered by the Comprehensive Employment and Training Act (CETA), Title III (e.g., on the job training, family assistance, etc.) to adults are relevant to older children as wage earners. It is difficult to interest individuals in medium or long range goals when there is a pressing, constant question about short-term existence. In order to reach older children, aggressive outreach and innovative educational programs are necessary. One implementable component focuses on "learn and earn" programs in which older migrant children are trained in vocational skills and paid for learning these skills. The payment acts

*At least one of the team could be trained in health care and training could be modeled after the Colorado Health Care Associate Training Program.

as an incentive to learn and in addition, allows the child to aid his family while benefiting himself.

In order to provide adequate nutritional health care for migrant children, programs such as WIC should be expanded. In addition, a transfer system of slots in this and other programs needs to be implemented. That is, while transient from state to state, migrant families would remain eligible for services because their homebase slot would transfer to the current location. This allows both for the delivery service and continuity of service. (For a similar recommendation see Gavenaugh, et al, 1977:31).

In terms of informational needs, directories of area-wide services, made available to both providers and migrants, would greatly enhance access and delivery of services. Ideally, the directories would be bilingual and distributed by bilingual/bicultural outreach workers.

A critical area in which innovation is necessary concerns the housing of and for migrants. This is a two-fold problem: housing of facilities for service provision; and housing for migrant families. Service providers frequently have problems locating adequate facilities to house their programs. In rural areas the number of dwellings available and suitable is generally quite small if, indeed, they are available. Geographically, programs become badly misplaced and transportation costs precipitously increase. However, innovative alternative arrangements are available. One is the use of temporary buildings for programs in areas with a high concentration of migrants. Another focuses on the use of tax incentives to promote availability of facilities. The two combined may allow optimum placement of facilities and thus greatly enhance service delivery. Land owners could be provided incentives for allowing temporary facilities to be located on their property. Facilities closer to the client population would thus

allow for ease of outreach and greater utilization.

However, the problem of facilities is minor compared to the overall lack of adequate housing for migrant farmworker families. Large growers such as Del Monte are most able to provide housing, but other small growers provide scant or no housing at all. Often, when housing is provided, it is in terrible condition. Drafty, dilapidated single room dwellings with earthen floors housing families of six or eight do not make for a healthful environment. Added to these conditions are the lack of sanitation facilities, and sometimes even water. It is not uncommon to find entire families living in their cars or pick-up trucks because no housing is available or because they have no funds with which to rent adequate housing. In several instances, migrants have been found to be living in their cars because the housing they were living in was closed by the Occupational, Safety, and Health Administration (OSHA) for violating standards and there was no alternative housing available. While these types of situations place migrant children at great risk and potentiate child abuse and neglect, they can hardly be blamed entirely on the parents. Furthermore, such conditions isolate migrants from the rest of the established community even though parts of that community are responsible for the conditions. Moreover, such conditions make it difficult to provide services since it is most difficult to deliver services to families that literally are without any current living space.

Similarly, the removal of children from these "homes" seems inappropriate in light of the social conditions allowed to prevail. Clearly, there is a need for national policy and action to provide solutions to the problems of migrant housing. It is unavoidable that cases of child neglect occur in such environment and it is inappro-

priate to blame only the families when the conditions are beyond their power to change. The problem is systemic and requires system-wide action. One implementable component would be to provide, perhaps through rural development programs, subsidies to growers or communities willing to construct or upgrade migrant housing. Alternative and/or in addition, tax incentives could be provided for the same purpose. Furthermore, other states should implement statutes similar to the Wisconsin legislation (discussed previously) that establishes adequate minimum standards for housing. What is clear; however, is that migrant families and their children are at risk in a most severe manner, and housing is one of the most critically pressing needs.

III. INCREASING THE CONTINUITY OF SERVICES

Continuity of service provision to migrants is a formidable problem. Not only are migrants transient, but they move across a myriad of definitional boundaries. Lack of similarity in definitions of eligibility is a severe problem in itself, but it is also coupled with divergences in state social service organization. While some states have social services centrally organized, others rely on county organization. Federally, programs have wide variation in definition, and there exists no national strategy for integrating and coordinating service provision.

To increase continuity, there must be an increase in information transferred about migrant farmworkers and their children. Information about services migrants need, or have received, cannot be transferred and programs in one county may not know that in the adjacent counties other providers are operating. While current national records systems are a step in the right direction, they must be improved and expanded. To transfer relevant information, it must be gathered in a sensitive

and meaningful way. The use of bilingual/bicultural outreach workers would increase the amount of information providers have about migrants.

Even so, there is a lack of relevant and adequate services and there are gaps in service delivery systems. Continuity of service would be improved by increased funding that stresses integration of service delivery systems and stresses provision of full range of services. Aggressive outreach by bilingual and bicultural workers would increase utilization of services as would the use of mobile health and educational services. What is clear; however, is that any discussion of continuity must be prefaced by positive changes to increase cocrdination and to increase adequacy of current services and their delivery systems.

IV. MIGRANT ADVOCACY

Migrant advocacy involves government and private sector organizations and concerns both economic and social issues. However, different the lifestyle of the migrant farmworker, their social needs remain the same as other citizens. Any restructuring of the organization of delivery service and of the migrant labor system that does not satisfy basic human needs will not be successful.

Crucial to improvement of migrant farmworker's life is improvement of economic status. Farmworkers are paid less than the minimum wage and do not engage in collective bargaining. Often, out of their meager wages, they must pay rent for housing and fees to crew leaders for food and transportation. In this way they are kept isolated, fragmented, and are easily exploited. Migrant farmworkers must have the right to collectively bargain and must be guranteed a decent return for their labor. Advocacy for such action should appropriately come

from a receptive government interested in the welfare of its citizens and interested in the stability of the agricultural production system. However, if government fails to respond, advocacy for decent wages and collective bargaining rights will surely emerge.

The roles that farmworker advocacy organizations plan are crucial to efforts to secure a better life for migrants. After working at hard labor in the fields from dawn to dust, workers are too tired to spend remaining energy on advocacy. Advocacy organizations perform a variety of essential services; easing tensions in host communities, and education of host communities about the essential nature of migrant farmworkers to their continued economic well-being. Since migrants sometimes are denied services for which they are eligible, advocacy groups can intervene. By promoting equitable treatment of all citizens, and by acting on behalf of migrants, organizations aid in securing basic services. Moreover, organizations can represent farmworkers' needs within the political process to secure greater shares of basic social services. Migrant advocacy should be carried out by government. States which utilize migrant labor must establish, if one does not currently exist, an office that acts on the behalf of migrants. Such an office would coordinate social service efforts, pinpoint areas of need, educate providers about migrants' needs, and monitor the delivery of services. Legal aid services for migrant farmworkers provide another avenue of advocacy. Frequently the types of suits brought on behalf of migrants involve basic needs such as food and housing. Local providers and growers often believe they are being singled out and resist efforts to aid migrants. One legal advocacy group that has had impact is the Migrant Legal Action Program. MLAP functions as a national support center for rural migrant advocacy, monitors federal legislation and enforcement, and provides legal in-

formation.

Communities which gain their agricultural stability from migrant labors must come to realize that they stand to gain significantly from migrant advocacy. Advocacy groups must work with communities and growers if basic needs of migrants are to be met with a minimum of cost to all those involved. The degree to which local providers, growers, and governments can work with advocacy groups will greatly influence the stability of the agricultural system. Where local groups are receptive, migrants will receive the wages they deserve and the services they need. In addition, the relative lack of problems ensures a greater stability in society. Currently; however, legal aid and social service advocates are necessary and critical in order for migrants to secure basic services. Presently, communities refuse to accept even partial responsibility for the economic and social conditions that dominate migrant life. If growers, local providers, and government continue to remain deaf to migrant needs and do not provide basic human services, they will significantly and directly develop the negative force necessary to sustain and endure a more radical advocacy.

APPENDIX RECOMMENDATIONS AND GOALS

PRE-SCHOOL AGE CHILDREN

Recommendations and Goals

I. To improve continuity of pre-school services to identify suspected neglect and abuse cases among migrant children as they move from area to area.

II. Often farm labor camps do no have adequate facilities and sometimes no facilities for the housing of pre-school programs. Therefore, the second goal is to increase the number of such facilities for pre-school children programs for the prevention of child abuse and neglect in the area of pre-school aged children.

III. To create an awareness and recognition by national and state regulatory authorities concerning the uniqueness of migrant pre-school programs and the fact that they are short term.

IV. To create a national advocacy group to represent the interests of migrant pre-school children outside the framework of the federal government.

SCHOOL AGE CHILDREN

Recommendations and Goals

I. To make every effort to reduce "institutional neglect and abuse" of migrant children.

II. To provide better outreach and utilization of educational services.

SPECIAL CHILDREN

Recommendations and Goals

I. To improve the availability and quality of supporting services for special children and families.

II. To improve the accessability of supporting services for special children and families.

III. To improve the utilization of supporting services for special children and families.

EMERGENCY SERVICES

Recommendations and Goals

I. To advocate the need for legislation that considers the specific needs of the migrant farmworker's lifestyle.

II. To produce funding for the purpose of research in the area of child abuse and neglect within the community.

III. To improve the availability of services for migrants by providing services using bilingual-bicultural staff members.

HEALTH SERVICES

Recommendations and Goals

I. To specifically define child neglect and child abuse with regard to the environmental, educational and economic factors of the farmworkers.

II. To develop a uniform statutory definition of migrant farmworkers.

III. To improve health services through appropriate health education and funding.

IV. To place more emphasis on early detection and prevention of child abuse/neglect (this could be accomplished through prenatal identification, early intervention and follow-up), and through proper health care outreach.

V. To encourage health providers to operate within the existing family structure of the farmworker by taking advantage of existing resources in delivery of health care.

VI. To expand the use of the "Child Health Associate" as utilized in Colorado to all states in which migrant farmworkers work or reside.

MENTAL HEALTH

Recommendations and Goals

I. Create awareness and sensitivity to the special mental health needs of migrants, in order to ensure adequate services are provided to migrants.

II. To provide a migrant oriented mental health delivery system properly staffed with bilingual/bicultural personnel which will (1) coordinate locally, statewide, and interstate with mental health, social welfare actors and migrant actors and (2) with this continuity deliver a comprehensive service as migrants travel from State to State.

III. The development of mental health programs which will (1) address all the mental health needs of migrant workers; (2) provide the adequate level of service and continuity of services to other special population groups under the Child Abuse and Prevention Act and related legislation.

HOUSING

Recommendations and Goals

I. Development of an amendment that mandates Farmers Home Administration to document the need.

II. Develop a subsidy home ownership program for homebase and seasonal workers.

III. Develop incentives to providers of migrant housing (growers) to facilitate the development and upgrading of migrant housing.

IV. A delivery system needs to be created to assure delivery of assistance and resources.

EMPLOYMENT OPPORTUNITY

Recommendations and Goals

I. Coordination at the federal level so that there is standardization of criteria by all federal funding sources to provide equality. A uniform and standard definition of "seasonal migrant workers" which would be the same for all service agencies.

II. Organizations of the migrant and seasonal workers to promote economic stability, self-determination and to enforce favorable legislation.

III. A coordination and coalition of all concerned individuals to advocate between the farmworkers organizations and public officials to bring those goals about. At the national basis, farmworkers have to grab headlines as the unions did back in the thirties.

LEGAL SERVICES

Recommendations and Goals

I. Provide farmworkers with the same access to legal assistance, consultation and advise as that enjoyed by those who can afford to pay for it.

II. Develop and maintain the best possible coordination between Legal Services Organizations, government agencies with responsibilities for enforcement of the law regarding child abuse and neglect and other social services agencies.

III. Make community education a high priority of Legal Services Organizations and Law Enforcement Agencies.

IV. Establishment of good substantive law and law enforcement in the field of child abuse and neglect.

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